



**International Boundary and Water Commission  
United States and Mexico  
United States Section**



Acting Commissioner  
Carlos Marin

**A Message to Stakeholders:**

I am pleased to share with you the Strategic Plan of the United States Section, International Boundary and Water Commission (USIBWC). The Plan will serve as a blueprint to be followed in developing a vital, highly competent organization dedicated to achieving its challenging mission. The USIBWC Strategic Plan is in consonance with the results-oriented government accountability efforts of the Administration and Congress, to include provisions of the Government Performance and Results Act of 1993. Our commitment through strategic planning is not only to conform with the law but also to the spirit of improving program performance and being accountable to our stakeholders.

Substantial resources have been invested in developing the Strategic Plan. However, the document presented in the following pages merely represents one major phase of a continuous circular process of program evaluation, adjustments, and reporting. Of utmost importance is the vital relationship between the Strategic Plan and all substantive decisions made by the USIBWC staff. The underlying goal is to align our strategic planning efforts with the budget process and performance-oriented measures. This will help ensure full accountability to our stakeholders. We will measure our success in achieving accountability through the development and implementation of performance plans and reports.

The USIBWC Strategic Plan reflects a practical emphasis on issues and opportunities that are aligned directly with our unique mission. We look forward to enlisting the active involvement of our stakeholders in helping us develop and carry out strategies not only for planning our future, but creating our future.



Carlos Marin  
Acting U.S. Commissioner



**International Boundary and Water Commission  
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# **STRATEGIC PLAN**

**Fiscal Years  
2006 – 2011**

	<b>Boundary Preservation</b>	<b>Water Quality Management</b>	
	<b>Water Quantity Operations</b>	<b>Resource Management</b>	

Revision: October 2006

## USIBWC Vision

Through binational partnerships with Mexico, preserve the international boundary and improve the quality, conservation, and utilization of transboundary water resources in the border region.



## USIBWC Mission

Provide binational solutions to issues that arise during the application of United States – Mexico treaties regarding boundary demarcation, national ownership of waters, sanitation, water quality, and flood control in the border region.



## USIBWC Strategic Goals



**Strategic Goal 1:  
Boundary Preservation**

**Strategic Goal 2:  
Water Quality Management**

**Strategic Goal 3:  
Water Quantity Operations**

**Strategic Goal 4:  
Resource Management**



## **ABOUT THE INTERNATIONAL BOUNDARY AND WATER COMMISSION**

### **BACKGROUND**

The International Boundary and Water Commission (IBWC) is a binational organization, established to carry out the application of boundary and water treaties and agreements between the U.S. and Mexico. The IBWC consists of a U.S. Section (USIBWC) and a Mexican Section (MxIBWC). Each Section is administered independently of one another, and is headed by an Engineer Commissioner, who is appointed by his respective President. The USIBWC receives foreign policy guidance from the U.S. Department of State, while MxIBWC is administratively linked to the Secretariat of Foreign Relations of Mexico.

The IBWC traces its roots to the 1848 Treaty of Guadalupe Hidalgo and the Gadsden Treaty of 1853, which established temporary joint commissions to survey, map, and demarcate with ground landmarks the new U.S. – Mexico boundary. The Convention of 1882 established another temporary joint commission to resurvey the western land boundary between the Rio Grande and the Pacific Ocean, rebuild the old monuments, and install additional monuments where necessary. U.S. Commissioner John Whitney Barlow and Mexican Commissioner Jacobo Blanco resurveyed the borderline and increased the number of boundary monuments from 52 to 258. This survey started in El Paso, Texas/Ciudad Juárez, Chihuahua in 1891, and concluded in San Diego, California/Tijuana, Baja California in 1894. Later as border populations increased during the 1900's, the Commission installed 18 additional boundary monuments for a total of 276.

The U.S. and Mexico established the International Boundary Commission (IBC) on March 1, 1889 as another temporary body to apply the rules that were adopted by the Convention of 1884 for determining the location of the international river boundaries, and establishing the national ownership of lands when the meandering Rio Grande and Colorado River transferred tracts of land from one river bank to the other. The IBC was granted exclusive jurisdiction to settle all differences or questions that arose relating to the boundary formed by the Rio Grande and Colorado River. This IBC was extended indefinitely in 1900 and is considered the direct predecessor to the modern day International Boundary and Water Commission.

As border populations increased during the early to mid 1900's, the Commission was faced with many new challenges. The U.S. and Mexico used studies developed by the IBC as the basis for the first water distribution treaty between the two countries, the Convention of March 1, 1906, which allocated the waters of the Rio Grande from El Paso to Fort Quitman, Texas. The IBC was also instrumental in developing the second water distribution treaty in 1944, which addressed utilization of the waters of the Colorado River, Tijuana River, and Rio Grande from Fort Quitman, Texas to the Gulf of Mexico. The Water Treaty of February 3, 1944 expanded the duties and responsibilities of the IBC and renamed it the International Boundary and Water Commission. The jurisdiction of the IBWC extends to the limitrophe parts of the Rio Grande and the Colorado River, the land boundary between the U.S. and Mexico and to works located upon the border.

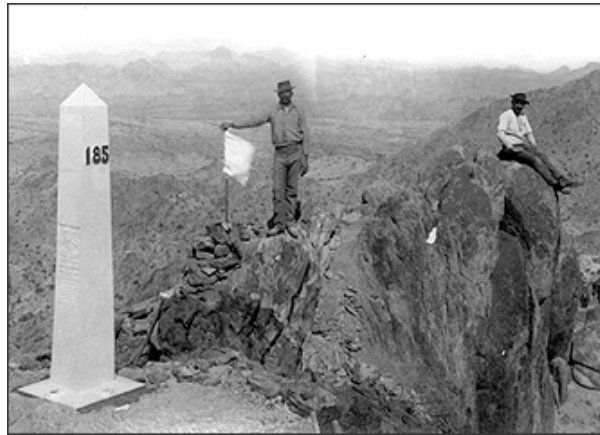
The IBWC is charged with applying the rights and obligations that the Governments of the U.S. and Mexico assume under various boundary and water treaties and agreements, and to settle disputes that arise in the application of these agreements. The IBWC is committed to exercising this authority in an environmentally sound manner that benefits the social and economic welfare of both countries, and improves U.S. – Mexico relations. The IBWC is entrusted with the responsibility of diplomatically addressing boundary preservation, accounting of the national ownership of transboundary surface waters, border sanitation and water quality problems, and affording flood control protection to millions of people on both sides of the 1,952-mile U.S. – Mexican border. This is accomplished through the mutual construction, operation, and maintenance of five flood control projects containing 500 miles of levees, 460 miles of floodways and numerous hydraulic structures, two international storage dams and hydroelectric power plants, three international wastewater treatment plants, and over 700 monuments and markers to demarcate the land boundary.

The United States and Mexican Sections maintain their respective headquarters in the adjoining cities of El Paso, Texas and Ciudad Juárez, Chihuahua. Each Section maintains its own legal counsel, engineering staff, and administrative staff, and has field offices situated along the border to operate and maintain joint works. The Commission meets on a regular basis, alternating the place of meetings and the staffs of the two Sections are in frequent contact. Pursuant of the 1944 Treaty, decisions of the IBWC are recorded in the form of Minutes that, following approval by the U.S. and Mexican governments, enter into force as binding international agreements of the U.S and Mexico.



**Old Monument No. 16**

***Stone Monument built in the early 1850's to mark the U.S. – Mexico boundary***



**Monument No. 185**

***Pyramidal iron Monuments set in concrete during the resurvey to verify the boundary in early 1890's and improve boundary demarcation***

## ORGANIZATIONAL VALUES

The following organizational values represent what the USIBWC will strive for as an operating philosophy. All personnel, regardless of position or rank, share these values. All decisions rendered to achieve the agency's mission will be in consonance with these values identified below.

### People

- Respect for individuals and appreciation for their contributions.
- Understand and embrace cultural diversity.
- Encourage employee innovation and expression of ideas.
- Maintain open communication channels.
- Demonstrate concern for individuals and their equitable treatment.
- Provide equal opportunities to each employee to achieve his or her potential.

### Performance

- Use human, physical, and financial resources efficiently.
- Balance and evaluate the needs of all stakeholders.
- Take innovative approaches to anticipating, investigating, and resolving binational technical issues.

### Process

- Encourage teamwork and nurture interdependency.
- Encourage participation, innovation, creativity, and responsible risk-taking.
- Ensure actions are consistent with the agency vision and mission.
- Ensure actions are consistent with applicable laws and regulations.
- Recognize quality achievements.

## STAKEHOLDERS

Identification of the USIBWC's stakeholders represents the agency's recognition of their interests, expectations, and role in the mission. Those individuals and entities impacted by, and/or having a vital interest in, the USIBWC's mission include the following:

- **The Public**, consisting of border residents, irrigators, and farmers, is the ultimate beneficiary of agency projects and initiatives.

- **Congress** provides legislation and financial resources for the USIBWC to carry out its mission.
- **Executive Administration and the Department of State** provide policy guidance, and budgetary and diplomatic support for USIBWC to carry out its mission.
- **MxIBWC** (Mexican Section) is the Mexican component of the IBWC, which jointly addresses binational water, sanitation, and boundary issues.
- **USIBWC employees** carry out mission activities and participate in resolution of technical transboundary problems.
- **State and local agencies** mutually interested in transboundary resource management issues.
- **Other federal agencies** with a mutual interest in border sanitation, water resource management, and other border related issues with whom the USIBWC can form beneficial partnerships.
- **Water utilities**, municipal and industrial water users.
- **Business groups** interested in promoting international trade through development and improvement of border crossings/ports of entry.
- **Environmental** organizations and other nongovernmental organizations interested in transboundary resource management issues.



## THE STRATEGIC PLANNING PROCESS

### INTERNAL ASSESSMENT

The USIBWC is undergoing a self-assessment of its organizational structure, including policies and responsibilities, as a result of new leadership and policy guidance from the White House and the Department of State. This is a necessary component of strategic planning. The agency is working to achieve a culture that has the following characteristics:

- Employees recognize that they are making meaningful contributions to the agency's mission.
- Management encourages and provides assignments that enable employees to interact with co-workers, partners, and stakeholders.
- Employees are allowed to plan and carry out their work independently and in interdependent work teams, with managers available to provide support and technical assistance as necessary.
- Lines of communication are channeled upward, downward, and laterally.
- Opportunities are created for personnel to learn and grow on the job and advance to positions of higher authority.

In FY 2004, the USIBWC underwent a major reorganization. The intent of the reorganization was to increase the organizational efficiency of the agency by combining functions and reducing staff. Although the move resulted in reduced costs, the new organizational structure and staffing levels diminished the agency's overall effectiveness. In addition, implementation of new policies adversely impacted employee morale, and further diminished productivity and work quality. The USIBWC was unable to address all of its requirements and obligations in an effective and timely manner.

Under the direction of Acting Commissioner Carlos Marin and support from the U.S. Department of State and the White House, the USIBWC conducted a preliminary self-evaluation of its organizational structure in late FY 2005. As a result, the USIBWC revised policies, reorganized its structure and staffing priorities, and reestablished key functions, roles, and responsibilities to better enable it to fulfill its mission. The agency will utilize outside consultants to conduct a formal, objective assessment of the agency, and assist in developing its most efficient organizational structure, without compromising its mission goals and obligations.

### EXTERNAL FORCES

The USIBWC must recognize and evaluate political, economical, societal, and technological forces and trends that may affect agency operations. An effective monitoring of external forces and trends should help identify not only emerging opportunities and threats, but also the organization's strengths and weaknesses for



meeting these opportunities and threats. Monitoring efforts to date include USIBWC and bi-national consensus building sessions and USIBWC executive-level scenario planning exercises. The following major forces have a potential or real impact on the agency's mission:

- Transformation of the border economy from an agricultural to a mixed economy consisting of agriculture, industry, and tourism.
- Increased border region populations contribute to additional challenges to resolve:
  - Increased water pollution and a lack of necessary transboundary wastewater treatment infrastructure.
  - Increased utilization and depletion of scarce transboundary water resources (surface water and groundwater) and its implications for the bilateral relationship with Mexico.
  - Redistribution of water resources from agricultural uses to municipal and industrial uses.
  - Aging flood control infrastructure(s) that help secure the health, safety and well being of border communities.
  - Increased border traffic due to the North American Free Trade Agreement.
  - Increased security requirements at U.S.-Mexico border for protection of critical infrastructure (storage dams, treatment plants, etc.) in a post 9-11 world, and the safety and welfare of field employees as a result of more aggressive contraband trafficking.
  - Establishment of innovative partnerships with other federal, state, or local entities with similar goals and objectives.
  - Prioritization and utilization of limited financial resources to address mission goals.
  - Increased public awareness of the agency's mission.

## DISTINCTIVE COMPETENCIES

Distinctive competencies are those qualities or attributes possessed by the USIBWC and its personnel that distinguish it from other agencies. The following distinctive competencies give the USIBWC its strategic advantage.

**History:** The agency enjoys a long and proud tradition of effectively combining skillful diplomatic practice with sound science-based engineering solutions to resolve highly sensitive binational boundary and water issues and to develop, construct and operate joint projects on the U.S.-Mexico border.

**Treaty-based Authorities:** For over a hundred years, the United States and Mexico have relied on the IBWC to develop and apply various boundary

and water treaties pertaining to the 1,952 mile U.S.-Mexico boundary and to settle differences arising from their application. Through the “Minute” mechanism, the U.S. Section and Mexican Section have the ability to enter into international agreements that following the approval of the two governments enter into force as legally binding agreements of the U.S. and Mexico. In addition the two Sections have significant latitude in applying treaty provisions under the general policy guidance of their respective Foreign Ministries-- the U.S. Department of State and the Mexican Secretariat of Foreign Relations. The Commissioner, Principal Engineers, Secretary, and Legal Advisor of each Section are accorded diplomatic status. IBWC personnel are entitled to freedom of movement along the border while on official IBWC business without immigration and customs restrictions.

**Status:** The U.S. and Mexican Sections of the IBWC are federal agencies of their respective governments; when acting jointly they form an international organization as recognized by the International Organizational Immunities Act (22 USC 288).

**Skilled Workforce:** The USIBWC is staffed with professional, technical, and support personnel possessing specialized knowledge and skills, including but not limited to civil and electrical engineering, environmental science, hydrology, information technology, foreign affairs, international law, procurement, human capital, logistics, financial management, and operations and maintenance. The USIBWC is a small agency with a diplomatic mission possessing many of the professional skills of most large entities. Such knowledge and skills are required to develop binational technical solutions to unique transboundary resource problems.

## STRATEGIC PLANNING EXECUTION

The strategic goals and objectives were developed through an implementation process involving agency supervisory and non-supervisory personnel at all levels. The designated strategic planning analyst researched and coordinated with staff and managers to draft specific strategic tactics for achieving mission goals and objectives. Once draft goals and objectives were developed, they were provided to the Commissioner, executive staff, and employees for review and discussion.

A basic approach was utilized to update the agency’s vision, mission, strategic goals, and strategic objectives. First, all USIBWC authorities, responsibilities, and requirements were identified and evaluated. Goals and objectives were then developed based on current and projected priorities, and the direction the agency intends to take over the next 5 to 6 years. The Commissioner and executive staff provided their recommended revisions to the draft set of goals and objectives, and recommendations for development of the FY 2006 – FY 2011 Strategic Plan. The revised plan then was made available to USIBWC employees for their review. All comments were considered, and valid input was incorporated into the final draft. Thereafter, the Commissioner performed a final review and granted approval of the strategic plan.

The strategic plan will explain the agency's history, purpose, underlying authorities, and requirements. It provides an updated set of goals and objectives, as well as related performance goals to measure achievement of the objective.

At least one performance goal is required to measure the achievement of a strategic objective. Performance goals and measures are outcome oriented to the greatest extent possible. Accomplishment of the four strategic goals is predicated on the following factors, some of which may be outside of the USIBWC's control: adequate funding of projects through direct congressional appropriations and/or grants from other sources such as the Environmental Protection Agency, the State of Texas, and local governments; consistency with foreign policy guidance of the Department of State; support from MxIBWC, and the ability to garner support from other federal, state, and local governments and organizations in addressing transboundary technical issues.

The Strategic Plan is closely linked to the agency's budget process, as required by Office of Management and Budget (OMB) Circular A-11, Preparation, Submission and Execution of the Budget. It is of critical importance in the agency's effort to become a performance-based organization that is accountable to its stakeholders. As such, operational tactics will continue to be developed for each of the strategic objectives and incorporated directly into each fiscal year's performance plan along with outcome-oriented performance measures.

The agency's progress in meeting its performance measures will be documented in annual performance reports in compliance with the Government Performance and Results Act of 1993. Changes in the agency's budget structure will be in consonance with the Strategic Plan in order to achieve an eventual Strategic Plan/budget alignment. The annual performance plan will reflect a course of action designed to close the gap. Factors beyond the agency's span of control, including external driving factors, will be taken into consideration when reporting progress in meeting performance measures.

## STRATEGIC GOALS AND OBJECTIVES

### STRATEGIC GOAL 1 – BOUNDARY PRESERVATION

*PRESERVE THE UNITED STATES – MEXICO BOUNDARY, THROUGH BINATIONAL COOPERATION, IN ACCORDANCE WITH INTERNATIONAL AGREEMENTS.*

The 1848 Treaty of Guadalupe Hidalgo, which ended the Mexican – American War, and the 1853 Gadsden Treaty established the international boundary between the U.S. and Mexico. In addition, both Conventions established temporary joint Commissions to designate and demarcate the boundary line with ground landmarks. A binational survey and demarcation effort undertaken from 1849 to 1855 established the land boundary with 52 obelisk and stone mound monuments between the Pacific Ocean and the Rio Grande. The International Boundary Commission was established under the Convention of 1889 to apply the rules adopted under an 1884 Convention for resolving boundary issues resulting from the meandering of the Rio Grande and the Colorado River. It was made a permanent body in 1900. Pursuant to an 1882 Convention that addressed the land boundary, the Barlow – Blanco Survey, resurveyed the borderline from 1891 to 1894 and increased the number of boundary monuments from 52 to 258. Later, as border populations increased during the 1900's, the Commission installed 18 additional boundary monuments for a total of 276.

The 1944 Treaty expanded the jurisdiction and responsibilities of the Commission and allocated the waters of the Rio Grande from Fort Quitman, Texas to the Gulf of Mexico and the Colorado River. The Convention of 1933 rectified the Rio Grande channel and provided a new river boundary between El Paso, Texas and Fort Quitman, Texas. The Chamizal Convention of 1963 relocated approximately 4.4 miles of the Rio Grande boundary, transferring 437 acres to Mexico, to resolve boundary issues resulting from the southward movement of the river in the El Paso, Texas – Ciudad Juárez, Chihuahua Valley from 1852 to 1895. The 1970 Treaty, which superseded the 1884 Convention, resolved all pending boundary differences between the two countries, and provided for maintaining the Rio Grande and the Colorado River as the international boundary by authorizing works to protect against bank erosion. The 1970 Treaty also provided procedures to avoid the loss of territory by either country incident to future changes in a river's course.

IBWC Minute No. 244, signed in December 1973, provided for a permanent maintenance program for boundary monuments. Later in July 1975, IBWC Minute No. 249 concluded the boundary monumentation program by providing for smaller intermediate concrete markers to be placed to better demarcate the international boundary. Records indicate that nearly 500 markers have been installed mostly around areas experiencing population growth. IBWC Minute No. 302 in December 1999 provided for enhanced boundary demarcation at border ports of entry.

The 1970 Treaty also mandated the delineation of the international boundary on maps or aerial mosaic photos for the Rio Grande and Colorado River Boundary. IBWC Minute No. 278, dated March 1989, jointly approved the boundary maps

developed from photographic surveys conducted in 1982 and 1983. The Minute also established the frequency to update maps at intervals of not more than 10 years.

#### **Strategic Objective 1.1 – Boundary Demarcation**

*Maintain and restore monuments, markers, plaques, and buoys that demarcate the U.S. – Mexico boundary at border ports of entry, international reservoirs, and on the land boundary in accordance with international agreements.*

##### Strategy for Objective 1.1

The USIBWC will conduct inspections to identify deficiencies and provide corrective measures for each monument and marker in accordance with IBWC Minutes No. 244 and 249. The agency will develop and implement restoration plans for all U.S. – maintained land boundary monuments and markers every ten years. The USIBWC will also perform the necessary maintenance on all boundary demarcation plaques, and replace missing pavement markers at all U.S.-maintained border ports of entry on an annual basis in accordance with IBWC Minute No. 302. In addition, the USIBWC will continue to inspect and maintain the buoys and markers, which identify the jurisdictional line, at Amistad and Falcon international reservoirs on a monthly basis.

#### **Strategic Objective 1.2: Boundary Mapping**

*Develop and produce updated mosaic maps that delineate the Rio Grande and Colorado River boundaries in accordance with treaty provisions and minutes.*

##### Strategy for Objective 1.2

The USIBWC, in close consultation with MxIBWC, will develop updated mosaic maps approved by both Commissioners as stipulated in the 1970 Boundary Treaty. The maps will include key landmark features and shall delineate the Rio Grande and Colorado River boundary. The USIBWC will plan and execute the necessary efforts to update the boundary maps at the required 10-year interval in accordance with IBWC Minute No. 278.

## STRATEGIC GOAL 2 – WATER QUANTITY OPERATIONS

*PROVIDE FLOOD PROTECTION TO U.S. RESIDENTS AND ENSURE THE EFFICIENT CONVEYANCE, UTILIZATION, AND ACCOUNTING OF BOUNDARY AND TRANSBOUNDARY RIVER WATERS THROUGH THE OPERATION AND MAINTENANCE OF DAMS, RESERVOIRS, POWER PLANTS, AND FLOOD CONTROL PROJECTS IN ACCORDANCE WITH DOMESTIC LAW AND INTERNATIONAL AGREEMENTS.*

The Convention of 1906 provided for the distribution of Rio Grande waters between the U.S. and Mexico in the international segment of the river from El Paso to Fort Quitman, Texas. Barring extraordinary drought or serious accident to the U.S. irrigation system, the U.S. agreed to deliver 60,000 acre-feet of water annually to Mexico at the Acequia Madre head works, adjacent to the International Dam. To facilitate compliance with the 1906 Convention, the U.S. Congress passed the Acts of August 29, 1935 and June 4, 1936. The 1935 Act provided for the construction and operation of the American Dam and Canal for the purpose of diverting U.S. waters and releasing Mexican waters. The 1936 Act shortened the Rio Grande to reduce the conveyance losses of irrigation waters by straightening the channel between Caballo Storage Dam and American Dam.

The 1944 Treaty distributed the waters of the Colorado River, and the Rio Grande from Fort Quitman to the Gulf of Mexico. Under this treaty, the U.S. was allotted all waters from the Pecos River, Devils River, and 4 other U.S. tributaries reaching the Rio Grande, as well as 1,750,000 acre-feet of Rio Grande water over a 5-year cycle (annual average of 350,000 acre-feet) from six named Mexican tributaries, one-half of the flows of the Rio Grande below the lowest storage dam, and one-half of the flows from the unmeasured tributaries. In regards to the Colorado River, the U.S. agreed to provide an annual volume of 1,500,000 acre-feet to Mexico, unless extraordinary drought or accident to the irrigation system in the U.S. make it difficult to deliver the guaranteed quantity. In years of surplus, waters in excess of the amount necessary to supply uses in the U.S., the treaty guarantees up to an additional 200,000 acre-feet to Mexico. The distribution of Tijuana River waters was not concluded between the two countries, but was to be subject to the study and investigation of the IBWC.

The Convention of 1933 not only provided for rectification of the Rio Grande, but also entrusted the IBWC with the construction, operation, and maintenance of river structures and flood control levees between El Paso and Fort Quitman. The 1944 Treaty and subsequent IBWC Minutes authorized the U.S. and Mexico to construct, operate and maintain works for storage and conveyance of water, flood control, and stream gaging on the Tijuana and Colorado Rivers, and on the Rio Grande from Fort Quitman to the Gulf of Mexico. In addition, the treaty authorized the joint construction, operation, and maintenance of up to three large storage dams and hydroelectric power plants on the Rio Grande; two of which were built. The 1970 Treaty requires the IBWC to maintain the conveyance of established normal flows and design flood flows by prohibiting obstructions within the international segments of the Rio Grande and Colorado River.

### **Strategic Objective 2.1: Flood Control**

*Improve and maintain the capacity and structural integrity of USIBWC flood control projects to ensure the conveyance of design flood flows in accordance with the domestic law, treaties, and applicable IBWC minutes.*

#### **Strategy for Objective 2.1**

The USIBWC will maintain sediment removal activities as necessary in the Rio Grande and Colorado River channels and tributaries to ensure proper conveyance of river waters. The agency will acquire the necessary permits and environmental documentation prior to commencing any of the silt removal activities. Targeted silt removal areas include: upstream and downstream of Morelos Dam in the Colorado River, in the Rio Grande at the Chamizal Project, and at various tributary deltas and other segments containing heavy sediment deposits at the Upper Rio Grande Projects.

In addition, the USIBWC has completed a preliminary economic benefits analysis and a condition assessment of its Rio Grande flood control projects. Flood control studies identified levee segments having structurally deficient embankments and/or foundations, as well as segments with inadequate capacity to convey established flood flows. Deficient levee segments, which warrant improvement, will be improved in order of priority, based upon various risk considerations.

For this reason, the USIBWC is focusing on the Lower Rio Grande Valley, which consists of approximately 270 miles of levees from Peñitas to the Gulf of Mexico. Due to its proximity to the gulf coast, the Lower Rio Grande Valley has a higher risk for floods than the Upper Rio Grande projects. The Lower Rio Grande Valley, with a U.S. population of one million people yields flood volumes and durations that far exceed those in the Upper Rio Grande.

The USIBWC has developed a long-range plan for design and construction of the necessary flood control improvements in the Lower Rio Grande. At current funding levels, this effort will take at least 10 years. The USIBWC will also target critical areas in the Upper Rio Grande and improve deficient flood control levees on the Canalization Project.

### **Strategic Objective 2.2: Accounting of Rio Grande and Colorado River Waters**

*Ensure the collection, accurate measurement, and accounting of hydrologic data for the allocation of the waters of the Rio Grande and Colorado River basins in accordance with the 1906 Convention and the 1944 Treaty.*

#### **Strategy for Objective 2.2**

The USIBWC will regularly operate and maintain all hydrologic gaging stations and telemetry system equipment used to collect, measure, transmit, compile, and account for the allocation of Rio Grande and Colorado River waters between the



U.S. and Mexico. In addition, the agency will continue to verify its data and hydrologic computations with MxIBWC to ensure its accuracy.

<b>Strategic Objective 2.3: Safe Operation of Dams</b>
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*Operate and maintain IBWC dams in a safe and efficient manner for compliance with the Federal Guidelines for Dam Safety, and enhance security of the international dams in accordance with the President's Security and Prosperity Partnership initiative.*

Strategy for Objective 2.3

The USIBWC conducts joint inspections of all its dams at the required 5-year interval to identify structural and safety deficiencies. The agency has developed a 5-year plan to correct all pending deficiencies indicated on the previous inspection cycle. The USIBWC will assess the potential risk and damage factors associated with the identified deficiencies, and will correct them in order of priority.

IBWC will also conduct silt surveys every 10 years to determine the reservoir capacities at Amistad and Falcon International Storage Dams. The MxIBWC will perform the survey at one reservoir, and the USIBWC at the other. Both countries alternate reservoirs for each subsequent survey.

The USIBWC also has an obligation to protect its critical infrastructure against terrorist attacks. The agency will also conduct security assessments to identify vulnerabilities at its dams. The USIBWC will coordinate with MxIBWC to address critical security needs, and to implement countermeasures to improve security at its dams.

### STRATEGIC GOAL 3 – WATER QUALITY MANAGEMENT

*IMPROVE THE QUALITY OF BOUNDARY AND TRANSBOUNDARY WATERS, IN CONCERT WITH MEXICO, TO ADDRESS SALINITY AND BORDER SANITATION PROBLEMS PURSUANT TO INTERNATIONAL AGREEMENTS AND APPLICABLE U.S. LAW.*

The 1944 Treaty directed the IBWC to give preferential attention to the solution of all border sanitation problems concerning boundary and transboundary waters, and granted authority to provide any necessary sanitary measures or works to satisfy that requirement. Under IBWC Minute No. 261, dated September 1979, both governments agreed to identify border sanitation problems and solutions. This applied to waters crossing the border, including coastal waters, as well as those flowing along the Rio Grande and Colorado River boundary. Subsequent IBWC Minutes individually addressed specific border sanitation issues at the following border communities: Calexico, California; San Diego, California; Naco, Arizona; Nogales, Arizona; and Laredo, Texas.

In an effort to resolve the border sanitation problem in San Diego, California, the IBWC concluded IBWC Minutes No. 270, 283 and 311. These minutes provide the framework for sewage treatment of inflows from Tijuana, Mexico to U.S. secondary standards. Public Law 106-457, "The Tijuana River Valley Estuary and Beach Sewage Cleanup Act of 2000," as amended by Public Law 108-425, further authorizes the IBWC to construct, operate, and maintain secondary level wastewater treatment facilities in a public-private partnership as a solution to this border sanitation problem in San Diego.

By authority of the 1944 Treaty, the USIBWC constructed the Nogales International Sanitation Project in 1951, which consisted of international wastewater treatment facilities at Nogales, Arizona. The IBWC later concluded IBWC Minute No. 206 for joint operation and maintenance of these facilities. The Nogales International Wastewater Treatment Plant, which treats sewage from Mexico and the U.S., is co-owned by the City of Nogales, Arizona and the USIBWC.

In 1993, the U.S. and Mexico established the Border Environment Cooperation Commission (BECC) and the North American Development Bank (NADB) to assist states, localities, and private entities in development of border environmental infrastructure projects. The IBWC agreed in IBWC Minute No. 299 to provide support to BECC for development of projects to resolve sanitation border issues.

The 1944 Treaty is the primary authority that grants the IBWC the right to address and resolve water quality issues at boundary and transboundary rivers and streams. IBWC Minutes No. 241 and 242 provided for measures to improve the quality of Colorado River water made available to Mexico at the Northerly International Boundary. Furthermore, the U.S. agreed in IBWC Minute No. 242 to deliver flows to Mexico upstream of Morelos Dam having an annual average salinity of 115+/-30 parts per million U.S. count over the annual average salinity of Colorado River waters that arrive at Imperial Dam.

In an effort to address growing water quality issues along the border, the IBWC approved Minutes No. 279 and No. 289. The adoption of these Minutes facilitated

the development of binational multi-phase and multi-agency efforts to characterize the extent of contamination within both countries shared water resources. The following studies were conducted in the Rio Grande, Colorado River, and New River to identify the level of contamination in areas of concern such as expanding urban areas that depend on these water resources for multiple uses such as a domestic water supply, agriculture, and recreation.

- Binational Study Regarding the Intensive Monitoring of the Rio Grande Waters in the vicinity of Laredo/Nuevo Laredo Along the Boundary Portion Between the United States and Mexico (July 1997). A follow-up study was conducted after the completion of the Nuevo Laredo International Wastewater Treatment Plant in November 2000.
- Binational Study Regarding the Presence of Toxic Substances in the Rio Grande/Rio Bravo and its Tributaries Along the Boundary Portion Between the United States and Mexico (1992), Second Phase (1997), Third Phase (1998).
- Binational Study Regarding the Presence of Toxic Substances in the Lower Colorado and New Rivers (1995).

The Texas Legislature passed the Texas Clean Rivers Act and established the Texas Clean Rivers Program in 1991. This Act requires ongoing water quality assessments for each river basin in Texas. Due to the international nature of the Rio Grande, the State of Texas contracted with the USIBWC in October 1998 to administer the Texas Clean Rivers Program in the 1,254-mile international segment of the Rio Grande.

### **Strategic Objective 3.1: Water Quality of Boundary and Transboundary Rivers**

*Improve the quality of boundary and transboundary river waters in accordance with domestic law and international agreements.*

#### Strategy for Objective 3.1

The USIBWC will work together with the City of Calexico, California to develop and implement solutions to reduce solid waste in the New River, thus improving water quality. To improve the evaluation and exchange of water quality data on the Colorado River, the IBWC will jointly establish binational sampling protocols and conduct binational technical meetings to address issues. The USIBWC will continue sampling and monitoring Colorado River and Rio Grande waters to identify water quality issues and develop binational solutions. The USIBWC will prepare water quality reports to provide information to stakeholders along the border.

The IBWC will also continue to maintain the Morillo Diversion Canal to prevent overflows of highly saline waters into the Rio Grande. This canal parallels the Rio Grande and discharges diverted highly saline waters into the Gulf of Mexico.

### **Strategic Objective 3.2: Wastewater Treatment**

*Improve the quality of effluent from IBWC international wastewater treatment plants in accordance with international agreements and applicable domestic law.*

#### Strategy for Objective 3.2

The USIBWC will test and implement cost-effective strategies, which were recommended in an optimization study, to reduce the amount of Total Suspended Solids (TSS) and improve the quality of the advanced primary effluent discharged into the Pacific Ocean from the South Bay International Wastewater Treatment Plant (SBIWTP). Furthermore, the USIBWC will implement measures consistent with the Tijuana River Valley Estuary and Beach Sewage Cleanup Act for secondary treatment of the SBIWTP effluent.

The USIBWC will provide technical support to the City of Nogales, Arizona on a BECC Certified project to upgrade the Nogales International Wastewater Treatment Plant to improve the effluent quality for compliance with State of Arizona discharge standards. The USIBWC and the U.S. Environmental Protection Agency (EPA) will work together with Mexico to promote the development and implementation of pretreatment programs that will reduce discharge of chemicals and other pollutants into the sewage collection systems of Nogales, Arizona and Nogales, Sonora.

## STRATEGIC GOAL 4 – RESOURCE MANAGEMENT

*MAXIMIZE ORGANIZATIONAL EFFECTIVENESS THROUGH INNOVATIVE MANAGEMENT AND ACCOUNTABILITY OF HUMAN, PHYSICAL, AND FISCAL RESOURCES.*

To ensure that scarce public resources are wisely invested, federal agencies must manage their allocated resources and portfolio of capital assets in the most effective and efficient manner possible. Agencies must follow a capital programming process that integrates the planning, acquisition, and management of capital assets into the budget decision-making process. Capital programming is intended to assist agencies in improving asset management and in complying with all mandatory and regulatory requirements.

In today's world, agencies must abide by many results-oriented Acts. Some of the most commonly referenced include:

- The Government Performance and Results Act of 1993
- The Federal Managers Financial Integrity Act of 1982
- Chief Financial Officers Act of 1990
- Federal Financial Management Improvement Act of 1996
- The Energy Policy Act of 1992
- The Paperwork Reduction Act of 1995
- The Clinger-Cohen Act of 1996
- The Federal Acquisition Streamlining Act of 1994, Title V (FASA V)
- The Federal Information Security Management Act
- The E-Government Act of 2002 (P.L. 107–347)

For example, the Government Performance and Results Act establishes the foundation for federal agencies to be successful, by creating a performance planning and accountability process in which agencies clarify their mission, develop goals, measure performance, and submit annual progress reports. The Federal Managers Financial Integrity Act, Chief Financial Officers Act, and the Federal Financial Management Improvement Act require accountability of financial and program managers for financial results of actions taken, control over the Federal Government's financial resources, and protection of Federal assets. The Energy Policy Act requires each federal agency to reduce their dependence on petroleum products and install, to the maximum extent practicable, all energy and water conservation measures with payback periods of less than 10 years in U.S. government owned buildings. The Paperwork Reduction Act directs agencies to perform their information resource management activities in an efficient, effective, and economical manner. The Clinger-Cohen Act mandates agencies to use a disciplined capital planning and investment control process to acquire, use, maintain and dispose of information technology. The Federal Acquisition Streamlining Act, Title V requires agencies to establish cost, schedule and measurable performance goals for all major acquisition programs, and achieve on average 90 percent of those goals. The Federal Information Security Management Act directs agencies to

integrate IT security into their capital planning and enterprise architecture processes, conduct annual IT security reviews of all programs and systems, and report the results of those reviews to OMB. The E-Government Act mandates agencies to develop performance measures and implement initiatives utilizing Internet-based technology to improve customer service, save taxpayer dollars, and streamline citizen-to-government communications. The Act also requires agencies to support government-wide E-Gov initiatives and to leverage cross-agency opportunities to further E-Gov.

Federal agencies are obligated to comply with the President's Management Agenda (PMA). The PMA, which was initially announced in the summer of 2001, is an aggressive strategy for improving the management of the Federal government. The President has envisioned an active, but limited, government that focuses on priorities, and the PMA is the starting point for management reform. It focuses on five areas of management weakness across the government where improvements and the most progress can be made. These five major areas focus on Strategic Management of Human Capital, Competitive Sourcing, Improved Financial Performance, Expanded Electronic Government, and Budget and Performance Integration.

There are also numerous laws, regulations, executive orders, and other mandates with which federal agencies must comply. Many requirements are direct, while others indirect. For instance, agencies must ensure that their employees, as well as contractors, follow Occupational Safety and Health Administration (OSHA) regulations. Agencies are also obligated to operate in an environmentally friendly manner, and must apply the requirements set forth in the National Environmental Policy Act of 1969 (NEPA) to any action involving federal resources or assets. The USIBWC will comply with all applicable requirements, and keep the public and its stakeholders informed of its intentions and progress.

#### **Strategic Objective 4.1: President's Management Agenda**

*Ensure compliance with the President's Management Agenda by developing and implementing strategies to address deficiencies and improve agency performance in the areas of Strategic Management of Human Capital, Competitive Sourcing, Improved Financial Performance, Expanded Electronic Government, and Budget and Performance Integration.*

##### Strategy for Objective 4.1

The USIBWC will comprehensively review and evaluate its current organization and functional requirements, and identify areas for improvement in human capital, competitive sourcing, financial performance, electronic government, and budget and performance integration. USIBWC will develop a human capital strategic management plan that will implement the U.S. Office of Personnel Management Human Capital Assessment and Accountability Framework, install and implement an agency-wide electronic travel processing system, and develop a cost account system to track all financial data against associated project phases and strategic goals.

#### **Strategic Objective 4.2: Regulatory Compliance**

*Ensure full adherence of USIBWC actions with applicable laws and regulations by training employees, encouraging compliance, and documenting infractions and corrective actions.*

##### Strategy for Objective 4.2

The USIBWC will research and prepare an inventory list of all applicable requirements (laws, regulations, mandates, etc.), which the agency must consider on a recurring or per action basis. The USIBWC will also provide training to its employees and will operate in a manner to ensure full compliance with all known requirements. The agency will continue to update this inventory on a regular basis, and document all incidences of non-compliance and the corrective actions taken.

The USIBWC will implement an Environmental Management System (EMS) to insure compliance with Executive Order 13148, titled "Greening the Government Through Leadership in Environmental Management", and that conforms to the International Organization for Standardization EMS standard ISO140001: 2004. The USIBWC will utilize the framework developed under ISO14001 to incorporate an EMS at all USIBWC facilities.

#### **Strategic Objective 4.3: Stakeholder Outreach And Response**

*Improve the disclosure and exchange of information with Mexico and U.S. stakeholders through community outreach programs and proactive communication.*

##### Strategy for Objective 4.3

The USIBWC will strive to keep the general public and its stakeholders informed of all its plans and on-going activities. The agency will hold periodic meetings with the public and its stakeholders (other agencies and organizations with an interest) at each of its 5 regional project areas (San Diego, Lower Colorado River, Southeastern Arizona, El Paso/Las Cruces, Lower Rio Grande Valley). The purpose of these meetings will be to brief the public and stakeholders, exchange information, develop cooperative efforts, and address issues.

The agency will also strive to improve diplomatic ties with Mexico. USIBWC will work cooperatively with MxIBWC to resolve problems in a manner that can benefit both countries, yet support the best interest of the U.S. The USIBWC and MxIBWC will hold Commission meetings on a recurring basis (usually every 4 to 8 weeks) to surface binational concerns, address issues, and resolve problems.



#### Strategic Objective 4.4: Geographic Information System

*Develop and implement an enterprise Geographic Information System (GIS) to facilitate effective management and utilization of agency data.*

##### Strategy for Objective 4.4

The USIBWC will develop an Enterprise Geographic Information System (GIS) to more effectively manage, utilize, and share its data with other agencies or organizations. The USIBWC GIS will facilitate the use of data by agency personnel in a manner that is transparent and readily available. Information will be published via the Internet to allow stakeholders access to data in an efficient manner and in multiple formats. The GIS will be accessible to all personnel in headquarters and field offices and fully operational through the existing USIBWC local and wide area network infrastructure.

